

# City of Canal Winchester Police Department Staffing Study Conducted By:

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Ohio Association of Chiefs of Police

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#### PURPOSE FOR THE STUDY

The purpose of the staffing study for the City of Canal Winchester is to provide guidance to the Mayor and city legislative officials (city council) on matters concerning the desired staffing levels for law enforcement personnel assigned to patrol the city.

The study is designed to provide the City of Canal Winchester with information on the current levels of staffing (sworn personnel assigned by the Fairfield County Sheriff's Office) as well as future staffing recommendations based on population, police activity, and management philosophies.

#### SCOPE OF STUDY

The scope of the study is limited to an analysis of preferred police officer staffing levels.

- Provide police officer staffing level recommendations based on the workload-based, per capita, minimal staffing, and authorized level approaches. The staffing recommendations will not include administrative support staff and/or indirect personnel labor workload implications [i.e. human resources, payroll, etc.].
- Provide a current recommendation for law enforcement staffing as well as recommendations for a 5-year projection.

#### STUDY METHODOLOGY

The study will analyze, through internal and external interviews as well as law enforcement data (calls for service, internal documents and other relevant data) the following:

- Community demographics projected population & business trends
- Community-oriented programming
- Current organization & staffing (Fairfield County Sheriff's Office)
- Patrol allocation, deployment & scheduling
- Management, leadership and supervision (includes personnel management)
- Crime prevention and police/community engagement
- Interagency relationships

#### CITY OF CANAL WINCHESTER

The City of Canal Winchester, Ohio is located in Franklin and Fairfield Counties, in Central Ohio. The city is considered a suburb of Columbus. The last US Census population estimate (2021) listed the population of the city as 9,514, reflecting a 34% increase in population since 2010. If this rate of growth continues at the same pace the City will have a population of approximately 11,279 by the year 2028.

Canal Winchester is 7.65 square miles in area and has a population demographic breakdown as follows:

89%
0.5%
7.3%
2.6%
0.5%
0.0%
0.0%

The City of Canal Winchester has a Strong Mayor/City Council form of government. The City currently contracts with the Fairfield County Sheriff's Office to provide policing services to the city.

The Fairfield County Sheriff's Office is contractually obligated to provide a minimum of three (3) deputies to patrol the city 24 hours per day, 365 days per year. The Sheriff currently assigns 12 uniformed deputies, one sergeant, one communications technician and one detective full-time to work for the city. These numbers can and are (on rare, necessary occasions) supplemented by additional personnel within the Sheriff's Office if needed due to unforeseen leave or other circumstances.

Patrol shifts are supervised by a sergeant, and the deputies patrol the city as divided into two separate patrol districts. In addition, the Sheriff's Office provides a full-time detective to investigate criminal cases in the city. The assigned detective does also cover "on-call" cases within the county when not on duty while on his assigned "on-call" week. Less complicated follow-up criminal investigations are also handled by the deputies assigned to patrol duties. In addition, the Sheriff's Office provides 9-1-1 emergency communications services for the city, and any other resources available as needed (SWAT, administrative oversight, etc).

The current contract between the city and the Sheriff's Office expires on December 31, 2024 and requires that the city pay the Sheriff's Office an annual fee, broken down into 12 equal monthly payments. For 2022 those payments totaled \$1,424,443.23. The fee can be increased each year by the Sheriff's Office based on agreed upon criteria as long as the city is notified at least 90 days before January 1. In addition, the city is required by contract to purchase one patrol vehicle each year for the Sheriff's Office, not to exceed \$50,000 in cost.

The following members of the City of Canal Winchester, the Fairfield County Sheriff's Office and the Madison Township Police Department were interviewed for this study:

- Mayor Michael Ebert
- City Finance Director Amanda Jackson
- City Director of Public Service Matt Peoples
- Fairfield County Chief Deputy Jared Collins
- Fairfield County Communications Supervisor Joseph Morris
- Fairfield County Clerk Elisa Dowdy

#### • Madison Township Police Chief Gary York

During interviews with the leadership of Canal Winchester it is evident that the City is very satisfied with the level of service currently provided by the Fairfield County Sheriff's office. Bearing that in mind, the intent of this study is to provide a "check up" on where the city stands in terms of contracted staffing for law enforcement and whether or not the current levels are adequate for the city as it continues to grow. This study will look at several methods to help determine what the recommended staffing levels should be to continue to provide professional law enforcement services to the City.

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#### PATROL STAFFING LEVELS ANALYSIS

#### <u>Per Capita Method</u> – <u>Determines Number of Total Sworn Officers Needed</u>

This method requires a determination of the desired optimal number of officers per resident to then calculate the total number of police officers necessary to service the population of a jurisdiction. This method should not be used as the sole method for determining Patrol staffing.

Pros	Cons
The per capita methodology is simple and easy to interpret	There is no generally accepted benchmark for the optimum staffing of police agencies
The data necessary to conduct per capita analysis is readily available and regularly updated  Per capita analysis can control for factors such as crime rates by comparing to other peer organizations	Per capita analysis only addresses the quantity of police officers and not how officers spend their time, the quality of their efforts, community conditions, needs expectations, or how to deploy officers
	Per capita ratios do not account for the intensity of workload in a jurisdiction
	The per capita method does not account for variations in policing style, service delivery, or response to crime
	Per capita ratios do not account for the variations in how agencies choose to patrol their jurisdictions
	Per capita analysis does not account for non-crime related functions and activities

- Ohio Avg = 2.30 Full-Time Police Officers per 1,000 Population (FBI Crime Data Explorer, 2021)
- Cities with a Population of 10,000 to 24,999 in Mid-West Avg = 2.4 Full-Time Police Officers per 1,000 Population (FBI Crime Data Explorer, 2021)
- Canal Winchester has a population of 9,514 and total of 13 authorized Full-Time Law Enforcement Officers assigned by the Fairfield Co S.O. = 1.37 Full-Time Police Officers per 1,000 Population

See Table on following page

#### Per Capita for Determining Sworn Officer Staffing Comparison of Similar Area Police Department's Staffing

City	Population	2022	2022		
	2021 US Census Bureau Estimate	Authorized Full-Time Sworn Officers	Ratio of Sworn Officers per 1,000 Population		
Canal Winchester	9,514	13 (Fairfield Co S.O.)	1.37		
Groveport	5,910	25	4.23		
Obetz	5,794	20	3.45		
Pickerington	23,971	35	1.46		
Powell	14,286	20	1.40		
Johnstown	5,250	10	1.90		
Grandview Heights	8,253	20	2.42		

<sup>\*\*</sup> Sources: (US Census Estimate, City-Data.com, Fairfield Co Sheriff's Office, Verified by Agency Staff Members)

The average ratio for officer by population from the sample cities cited here is **2.48 officers per 1,000** residents (does not include Fairfield Co. S.O. data for Canal Winchester).

This comparison suggests that Canal Winchester would need a total of 23.7 or 24 officers to meet this average ratio. Canal Winchester is currently served by the Fairfield Co. Sheriff's Office, which dedicates 13 uniformed sworn Patrol positions to servicing Canal Winchester. Although this comparison of similar area agencies suggests that Canal Winchester would require more law enforcement presence, this does not take into consideration that the Sheriff's Office provides other services to the city that are not reflected in the dedicated staffing. This includes additional investigative resources, if necessary, SWAT services, and the administrative oversight of the officers assigned to the city. This also does not take into consideration that the staffing indicated for all other agencies is their total staffing. The staffing indicated for Canal Winchester only demonstrates the number of deputies dedicated to patrol duties.

Because the Obetz and Groveport agencies are clearly staffed well above the average Ohio police agency of similar size (2.4 officers average per 1,000 population), it may make more sense to compare Canal Winchester only to the other four agencies listed above. The average ratio for officer by population for those four cities (Pickerington, Johnstown, Powell and Grandview Heights) is **1.8 officers per 1,000 residents.** This would suggest that Canal Winchester needs approximately **17.13 or 18 officers** to meet this more reasonable average ratio.

#### Minimum Staffing Approach to Determine Patrol Staffing

The minimum staffing approach requires police command staff to determine the sufficient number of patrol officers that must be deployed throughout the day and night to assure the following:

- Officer safety
- Adequate protection for the public
- Adequate service capability for the public
- Adequate staffing to allow for department specific duties to be performed

Pros	Cons
Minimum staffing is fairly common and is generally reinforced through organizational	There are no objective industry standards for setting the minimum staffing levels for a police
policy and practice and sometimes through collective bargaining agreements	department
Policy ensures there are a minimum number of	Minimum staffing may be set based on perceived need versus the consideration of
officers needed to protect the public	population, call load, crime rate, response time, and other criteria
Police officers may often insist on a staffing minimum for safety.	Minimum staffing levels are sometimes set so high that the result is an increased demand for overtime to cover the minimums
	Minimum staffing can decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workloads
	Work schedules are built on meeting the minimum rather than optimizing the available resources to meet workload demand
	Every agency approaches the question of minimum staffing differently. It is not a method that should necessarily be used alone to accurately compare the staffing of one agency to that of another different agency

The Fairfield County Sheriff's Office's contract with the City of Canal Winchester requires a minimum of three (3) deputies assigned to patrol the city at all times, as well as one full-time supervisor (sergeant).

0700 – 1500 hrs:
3 Deputies (Does not include a Patrol Supervisor)
1500 – 2300 hrs:
3 Deputies ((Does not include a Patrol Supervisor)
3 Deputies (Does not include a Patrol Supervisor)

We know that it takes roughly 5 full-time officers to staff one full-time position 24 hrs per day, 365 days per year. Using this estimate, to cover 3 full-time positions (minimum) 24 hours per day it would take a total of 15 full-time officers. Knowing that the ability for officers to schedule time off is always a scheduling concern, it would be reasonable to desire a "leave availability factor" of around 30%\*. If this

factor is calculated, it would require 19.5 or 20 full-time Law Enforcement Officers to provide Patrol functions for the city. Currently, there are 13 full-time law enforcement officers (deputies) assigned to patrol the city.

15 officers X 1.30 (availability factor of 30%) = 19.5 or 20 law enforcement officers

<sup>\*</sup>My assumption that a leave factor of 30% is reasonable is based upon my professional judgment and experience as a law enforcement executive with many years of schedule and staffing experience. This "buffer" is necessary to allow for enough staffing to manage unforeseen absences and leaves (sick, injury, bereavement, military, maternity/paternity) that occur often in the real world. Without this type of buffer officers tend to experience undue stress and negative consequences caused by frequent mandatory overtime to fill in for vacancies.

#### Calculating Patrol Force Staffing Needs – IACP Staffing Model

Step 1. Determine the number of complaints or incidents received and responded to in a year by the police agency. Complaints and incidents include all forms of police activity when an officer responded and/or took an official action. It does not include situations where advice was given over the telephone, delivering messages, handling internal police department matters, etc. If the actual complaint or incident count is not available, an estimate may be used. Sound estimates may be made based upon the assumption that, on the average in any community, 550 citizen-initiated complaints or incidents will occur for every 1,000 residents, or .55 per resident. The City of Canal Winchester has a population of 9,514 and recorded a total of 4,960 citizen-initiated calls for service (CFS) in 2021. (This is an estimate as the system used by Fairfield County was not able to provide this number).

#### 4,960 citizen-initiated calls for service

Step 2. Multiply the total complaints or incidents by 0.75 (45 minutes). It is generally accepted that 45 minutes is the average time necessary to handle a complaint or incident. The Sheriff's Office was not able to demonstrate accurately the average time for an officer to complete a call for service in 2021. Without accurate local data for the total average time necessary to handle a complaint or incident, this quantity (45 minutes) will be used.

#### $4,960 \times .75 = 3720$

Step 3. Multiply by three to add a buffer factor and time for preventative patrol. General experience has shown that about one-third of an officer's time should be spent handling requests for services. Other requirements for servicing police vehicles, personal relief, eating and supervision must be considered. Time for preventative patrol must also be taken into consideration. Multiplying by three makes up the unknowns.

For Canal Winchester, the city has determined that the performance objective for Officers patrolling the city should be to spend no more than 20 minutes per hour (33.3%) obligated to citizen-initiated calls for service. For the purposes of this study then, multiplying by 3 is appropriate.

#### $3,720 \times 3 = 11,160$

Step 4. Divide the product by 2,920 - the number of hours necessary to staff one basic one-officer patrol unit for one year (8 hours X 365 days = 2,920).

#### 11,160/2,920 = 3.82

According to the application of the IACP formula it takes 3.82 or 4 patrol elements to handle the estimated 4,960 citizen-initiated incidents in a year. If police officers worked every day of the year without any time off then the respective number of patrol elements would be all that was needed to handle the estimated incidents. Since police officers cannot be expected to work every day, the amount of time an officer is actually on duty must be determined to establish precisely how many officers are required to staff the patrol elements. A review of the benefits department personnel receive indicates that the average deputy in the Fairfield County Sheriff's Office has the following amount of time off duty:

 Holidays **80 hours** (10 days) Vacation 92.87 hours • Sick Days 25.21 hours • Compensatory Time 26.71 hours Worker's Comp **2.57 hours** Personal Time Off 17.57 hours Personal Bonus (Well-being) **9.14 hours** Training time (estimated) 40 hours

Number of hours to staff one basic one-officer patrol unit for one year = 2920 hours

Total Hours of Regularly Scheduled Days Off in One Year = **840 hours** 

Total Average Time Off Taken By Sheriff's Staff in One Year = 294.07 hours

Total Time a Deputy is Unavailable in One Year = 1134.07 hours

Of the 2920 hours needed to staff one patrol element, a deputy is not available 1134.07 hours, or, in other words, is available 1785.93 hours. To determine how many law enforcement officers are necessary to staff one patrol element, we must divide the 2,920 hours needed for one year by the number of hours available (2,920/1785.93 = 1.64). This means that **1.64** deputies are required to fill each patrol element. By multiplying the availability factor (1.64) by the number of patrol elements a calculation of the number of law enforcement officers needed is derived:

#### $1.64 \times 4 = 6.56 \text{ or } 7 \text{ officers}$

The calculations indicate that **7 patrol units** are needed to respond to the number of incidents within the City of Canal Winchester. Currently there are **13 deputies** assigned by the Sheriff's Office. These calculations indicate the number of law enforcement officers needed and do not include the administrative personnel, supervisors, or any other sworn personnel assigned to duties other than patrol.

#### Workload-Based Approach – Determines Patrol Officers Needed (2021 Data)

The workload-based approach determines staffing needs by looking at demand for service. This approach requires analysis to determine staffing needs based upon actual workload demand while accounting for the agency's service type preferences.

Pros	Cons
Requires analysis to determine staffing needs based upon actual workload demand while accounting for service type preferences	More difficult to assess workload for some units than for others
This approach estimates future staffing needs of a	Requires the availability of good data
police department by modeling the current level of activity	There is no universally accepted industry standard for conducting a workload-based assessment
	The methods for defining and measuring work varies by agency
	Knowing that staff decisions are based upon calls for service and the time required to respond to them, officers may not have an incentive to be efficient in their response or even to engage in activities that reduce calls
	Learning how to conduct a workload-based assessment may be challenging for administrators because typical workload models are complicated and require intensive calculations
	This model does not uniformly account for discretionary activities (i.e. officer initiated activities, community policing activities, crime prevention activities, etc.)

There are six steps in this process:

- 1. Examine the distribution of calls for service by hour of day, day of week, and by month
- 2. Examine the nature of calls for service
- 3. Estimate the time consumed on calls for service
- 4. Calculate agency shift-relief factor
- 5. Establish performance objectives
- 6. Provide staffing estimates

The metric used to assess workload is citizen-initiated calls for service. A call for service occurs when a citizen contacts the police and a police officer is dispatched to handle the call.

The following are not considered citizen-initiated calls for service:

- Traffic stop
- Meals
- Visit to headquarters
- Any other officer-initiated activity

In some cases, measuring time consumed on calls for service is more problematic. In some organizations an officer may respond to a call and report the call is completed upon finishing the on-scene work. In other cases, the officer may complete the report for that call later in the shift. In some agencies, the use of computer-based report systems may increase the time required for report preparation or may prompt officers to return to headquarters to complete their report. As a result, that time may or may not appear in the call for service time. This can be addressed in two ways. First, an agency can determine the number of calls that require a report and estimate the amount of time required. Second, if report writing will normally not be part of the call for service time it may be necessary to adjust for this when establishing performance standards. For Canal Winchester, the Sheriff's Office data for time spent on citizen-initiated calls for service is higher than would be normal for most law enforcement agencies. Reasons for this may be that calls are not closed out on a timely basis, additional follow up time is recorded on the original call record, or possibly some of the calls estimated in this report to be attributed to citizen calls may be incorrect. For the purposes of this study then, we will use 45 minutes as the average time spent on a call. This is an estimate used by the IACP and is also reasonable considering the amount of average time spent on generally spent on police calls for service without considering reporting time.

#### Canal Winchester Data:

Total calls for service (CFS) (estimated): 4,960 (Dispatched CFS only in 2021)

Average time spend on a CFS (estimated): 45 minutes

Total time spent on CFS (including multiple officer CFS): 223,200 minutes or 3,720 hours

Total hours required to staff one shift every day for one year:

Total hours of regularly scheduled days off (RSDO) for one yr:

Average total time off taken by a Patrol Officer in one year:

2,920 hours

840 hours

294.07 hours

Under the Police Allocation Model (PAM), William Stenzel of Northwestern University determined that law enforcement on-duty time falls into four categories:

- Reactive: Time spent responding to calls for service
- Proactive: Time spent on self-initiated activities
- Proactive (Patrol): Time spent free or uncommitted
- Administrative: All other activities while on duty

#### Under the PAM Model:

- Reactive, Administrative and Proactive calls for service are considered **Obligated Time**
- Proactive Patrol Time is considered **Unobligated Time**

The city has determined that officers should be spending no more than **20 minutes** of each hour handling calls for service. This is reasonable in that the Deputies patrolling the City of Canal Winchester Police are responsible for conducting many of their own follow up investigations. As such, it is reasonable then to assume a model of proportional officer's time as follows:

- 33.3% of an officer's time devoted to handling Calls for Service (CFS)
- 33.3% of an officer's time devoted to Patrol and self-initiated activity
- 33.3% of an officer's time devoted to Administrative duties and Investigative follow-up

Performance Objective = 60 minutes / 20 minutes = 3

Total time = Total time spent on CFS x Performance Objective 3,720 hours x = 11,160 hours

(Total time / 365 days) / Shift length 
$$11,160 / 365 = 30.58$$
  $30.58 / 8 = 3.82$ 

Shift Relief Factor =  $365 \times \text{Shift Length} / (365 \times \text{Shift Length}) - \text{Total Time Off}$ 

Shift Relief Factor = 2920 / [2920 - (840 + 294.07)]

= 2920 / 1134.07

Shift Relief Factor = 2.57

#### 3.82 Officers x 2.57 Shift Relief Factor = 9.8 or 10 Patrol Units

The calculations indicate that **10 patrol units** are needed to respond to the number of incidents within the City of Canal Winchester. Currently there are **13 deputies** assigned to patrol duties. These calculations indicate the number of patrol units needed and do not include administrative personnel or any other sworn personnel assigned to duties other than patrol.

#### 2021 Calls for Service

Call Type	# of CFS	<b>Total Minutes</b>	Total Hours
9-1-1 hang-ups	190	389.62	6.5
Administrative	780	12765.05	212.75
Citizen-Initiated	4770	1082845.52	18047.43
Other	169	1061.33	17.7
Officer-Initiated	1493	12238.93	204
Special Detail	200	31155.7	519.26
Summons	35	345.93	5.77
Totals:	7637	1140802.08	19013.41
Totals/Citizen			
Initiated CFS:	4960	1083235.14	18053.93

#### **Patrol Personnel Assessment Conclusions and Recommendations**

Based on the information contained in this staffing assessment it is recommended that the city of Canal Winchester should ideally be staffed with between **12 and 15** law enforcement officers to provide Patrol services to the city. The Fairfield County Sheriff's Office currently provides the city with 12 deputies assigned to patrol duties and one full-time supervisor. Based on this information, the law enforcement staffing provided to Canal Winchester by the Fairfield County Sheriff's Office is sufficient.

The city currently enjoys a positive client-provider relationship with the Sheriff's office. The staff interviewed for this study were enthusiastic about the service they provide for the city, and there appears to be a sense of "ownership" on their part. The city clearly benefits from the fact that the Sheriff's Office has substantial resources at their disposal that could be utilized to provide services to Canal Winchester, if the need arises (SWAT, 9-1-1 services, administrative oversight, investigative services).

In looking at a "heat map" of the citizen-initiated" calls for service from 2021 (next page), it shows a call distribution by shift as follows:

First Shift: 41% of calls Second Shift: 40.8% of calls Third Shift: 17.8% of calls

It is recommended that, if the city determined in their next contract they would like additional deputies assigned to patrol they consider a minimum staffing table that better represents the workload seen in 2021. A recommended minimum staffing for the city, if they choose to add two additional deputies to their contract would look like this:

First Shift - 0700 - 1500 hrs:

Second Shift - 1500 - 2300 hrs:

Third Shift - 2300 - 0700 hrs:

4 Deputies (Does not include a Patrol Supervisor)

4 Deputies (Does not include a Patrol Supervisor)

5 Deputies (Does not include a Patrol Supervisor)

2021 Citizen-Initiated Calls for Service

Hours of								Grand
Day	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Total
0	22	20	15	18	27	14	17	133
1	21	10	14	21	14	20	23	123
2	28	8	15	10	11	14	21	107
3	20	13	11	4	8	10	15	81
4	10	12	11	16	17	10	12	88
5	13	15	10	15	18	12	15	98
6	10	18	21	13	12	14	16	104
7	11	21	27	21	23	29	15	147
8	10	20	30	29	28	23	18	158
9	19	31	35	37	33	35	22	212
10	35	35	31	23	29	52	36	241
11	35	34	27	35	38	43	56	268
12	38	38	36	38	29	48	47	274
13	28	35	47	52	59	62	27	310
14	36	39	52	43	36	44	30	280
15	32	50	57	40	45	45	42	311
16	38	54	50	51	39	65	43	340
17	38	36	58	42	44	44	42	304
18	36	35	47	53	39	50	38	298
19	43	38	41	32	34	38	42	268
20	34	28	47	33	26	39	34	241
21	26	28	33	34	24	37	46	228
22	20	35	28	27	23	25	31	189
23	29	14	13	17	22	32	30	157
Grand								
Total	632	667	756	704	678	805	718	4960

#### **Staffing Forecast Recommendations**

As mentioned on page three of this report, Canal Winchester has seen considerable growth in the last decade. The city's population at the 2010 census was 7,101. In 2021 the city's estimated population had grown 34% to 9,514. If this pace of growth continues, the city should see a population of approximately 11,279 by the year 2028 (an 18.6% boost).

If this increase in population turns out to be accurate, there may be a need for increased staffing to adequately address calls for service in the city. While we do not have accurate crime rate data for the city, we can estimate an increase in citizen-initiated calls for service based on the overall population growth. It should be stressed that this will provide only a thumbnail estimate for what the workload for law enforcement may be in five years. Many variables could, and likely will affect the actual numbers. For the purposes of this estimate, however, and assuming all other variables will remain constant, we will assume an 18.6% increase in overall citizen-initiated calls for service in the year 2028. Given this assumption and using the Workload-Based Approach to staffing estimates:

We will again use the Performance Objective of: 60 minutes / 20 minutes = 3

```
Total time = Total time spent on CFS x Performance Objective
        4,411.92 hours x = 3 = 13,235.76 hours
```

```
(Total time / 365 days) / Shift length
        13,235.76 / 365 = 36.26
        36.26 / 8 = 4.53
```

```
Shift Relief Factor = 365 \times \text{Shift Length} / (365 \times \text{Shift Length}) - \text{Total Time Off}
          Shift Relief Factor
                                       = 2920 / [2920 - (840 + 294.07)]
```

= 2920 / 1134.07

Shift Relief Factor = 2.57

4.53 Officers x 2.57 Shift Relief Factor = 11.6 or 12 Patrol Units

This calculation is two FTEs higher than the calculation using this method for current numbers.

In addition, using the Per Capita method (again, assuming all variables remain equal), to meet the current average of 1.8 officers per 1,000 population, Canal Winchester would need 20.3 or 21 Patrol Units

It should be stressed again that using the per capita method on its own is not recommended as a reliable or accurate assessment of staffing. As we are simply estimating future staffing for an unknown future population, with an unknown crime rate, this method can be used for comparison only.

Based on these assumptions, it is possible that in five years time (2028) the city of Canal Winchester would benefit from a staffing level of 16.5 or 17 Patrol Units, an increase of 4 FTEs over the current staffing level.

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